
Florida Industrial Commission, Tallahassee, Florida

MONTHLY STATISTICAL BULLETIN

of the
Unemployment Compensation Division
and the
Employment Service Division

A Factual Presentation of
Unemployment Compensation
and Employment Service Ac-
tivities and the Results
of Investigations and Re-
search Studies in Florida

JUNE 1940

FLORIDA STATE LIBRARY

Prepared and Published Monthly by the Department of Research & Statistics

F331.05s
I 6.R

STATE SUMMARY OF OPERATIONS

UNEMPLOYMENT COMPENSATION

	1940 APRIL	1940 MAY	PER CENT CHANGE (MAY OVER APRIL 1940)	PER CENT CHANGE (MAY 1940 OVER MAY 1939)
BENEFIT PAYMENTS:				
NUMBER	48,179	52,415	+ 8.79	+ 133.52
AMOUNT	\$424,791.04	\$475,031.87	+ 11.83	+ 184.39
CLAIMS RECEIVED: *				
INITIAL	8,621	8,615	- .07	- 23.51
CONTINUED	47,471	51,011	+ 7.46	+ 111.27
WAITING PERIOD	13,482	14,411	+ 6.89	+ 35.35
TOTAL	69,574	74,037	+ 6.41	+ 28.51
AGENT STATE CLAIMS RECEIVED:				
INITIAL	2,482	1,365	- 45.00	+ 99.56
CONTINUED	10,910	10,075	- 7.65	+ 119.16
TOTAL	13,392	11,440	- 14.58	+ 116.63
LIABLE STATE CLAIMS RECEIVED:				
INITIAL	978	1,234	+ 26.18	+ 39.21
CONTINUED	5,107	6,281	+ 23.30	+ 47.68
TOTAL	6,085	7,515	+ 23.96	+ 45.89
INITIAL DETERMINATIONS:				
ELIGIBLE	4,757	4,361	- 8.32	- 33.71
INELIGIBLE	1,871	5,163	+ 5.99	+ 66.33
TOTAL	6,628	9,524	+ 1.08	+ 1.34

EMPLOYMENT SERVICE

	APRIL	MAY		
FIELD VISITS	865	1,045	+ 20.81	- 32.45
NEW APPLICATIONS	10,184	9,927	- 2.52	- 3.79
RENEWALS	6,622	6,757	+ 2.03	+ 37.59
ACTIVE FILE	59,093	63,287	+ 7.10	+ 8.43
EMPLOYER ORDERS	2,214	2,039	- 7.90	NB
PLACEMENTS	2,793	2,664	- 4.62	+ 17.62
CLAIMANT PLACEMENTS	435	508	+ 16.78	+ 14.16
VETERAN PLACEMENTS	72	68	- 5.56	- 32.67
AGRICULTURAL PLACEMENTS **	3,736	2,349	- 37.13	NB

* DOES NOT INCLUDE MULTI-STATE CLAIMS

** INCLUDES BOTH SUPPLEMENTARY AND COMPLETE AGRICULTURAL PLACEMENTS

NB - NO BREAKDOWN MADE DURING 1939

S T A T E O P E R A T I O N S

A COMPARISON - MAY 1940 to APRIL 1940 and MAY 1939

Benefit Payments Increase

Benefit payments during May exceeded those for April by \$50,240, over 11%, to reach \$475,031 for the month. This increase during May was caused mainly by lay-offs of workers employed in the tourist industries. Some citrus areas -- notably Lakeland with an increase of \$7,555 -- also contributed to the rise.

Claim Load Also Increases

For the State as a whole initial claims received during May remained practically at the same level as for April; falling only .07%. Continued claims rose 3,540 and waiting period claims increased 929. The rise in continued claims was reflected in the increase of benefit payments. It is of note that there were 23% fewer initial claims filed during May 1940 than in May 1939. Also there was a decrease of 35% in waiting period claims for the same month in the two years although continued claims increased 111% in May 1940 over May 1939. The decrease of waiting period claims may be accounted for by the fact that there was a three week waiting period in this month of 1939 and a two week waiting period during 1940. The increase in continued claims is due to earlier filing of claims by workers which may also reflect the reason for a decrease of initial claims filed.

Agent State Claims Drop 14%

With the return of tourist visitors and workers from other states to their homes, the number of claimants for whom Florida served as "agent" decreased by over 14%. Even though there was a decrease between these two months of 1940 the May load was a definite increase over the load for the same month a year ago. No doubt, the principal reason for this is that workers are becoming more aware that the program is on a national scale.

Liabile State Claims Increase 23%

Workers who were employed in Florida during the "season" and who have returned to their usual place of residence, in some other state, to file claims for benefits on the basis of wages earned in Florida, caused an increase of nearly 24% for May over April 1940. There was also an increase of nearly 46% for May 1940 over May 1939 which was also probably caused by the increased knowledge of workers.

Initial Determinations Find Less Eligible Claims

With only a slight change, a little more than 1%, in the number of initial determinations made, there was at the same time an increase of almost 6% in the

number of these determinations which did not allow eligibility. This continued rise of ineligibility is due to the new eligibility provisions applying to claims filed after March 31, 1940.

20% More Field Visits Made

Visits made by employment service representatives to prospective employers, for the purpose of securing orders for workers, increased nearly 21%.

New Applications Decline Slightly

The number of persons registering as job seekers for the first time with the Florida State Employment Service decreased 2 $\frac{1}{2}$ %. There is also a decrease of over 3% for May 1940 over May 1939.

Renewals Rise 2%

During May 6,757 applicants called at employment offices to renew their applications for employment. This is also an increase for May 1940 over May 1939 of 37%.

Active File Increases 4,194

Largely due to unemployed workers renewing their old applications for work, the active file of the Employment Service increased more than 7%. When a person who has filed an application for a job allows his application to become inactive by not reporting to the Employment Service office at least once each 30 days, due either to having a job or other reasons, then again reports to the office and informs the interviewer that he is desirous of securing employment through the facilities of the service, the interviewer enters new experience to the original application and "renews" it by placing it into the "active file."

Employer Orders Nearly 8% Less

Due to the beginning of the period of general seasonal decline in business activity, caused by the exodus of Florida's winter visitors and the usual closing down of the citrus packing and other industries, the number of orders placed by employers for workers fell from 2,214 to 2,039.

Placements Off Nearly 5%

Directly reflecting the decrease of employer orders, the number of workers placed in employment by the Employment Service fell from 2,793 to 2,664. The same general conditions which govern employer orders also affect the number of placements. The number of placements for May 1940 are, however, over 17% higher than for May 1939.

Claimant Placements Up Nearly 17%

During May the number of claimants who were placed in employment by the Florida State Employment Service exceeded those of the same group who were similarly successful in securing employment during April by almost 17%. (The Employment Service does not take into consideration the fact that the applicant for work is or is not a claimant for unemployment compensation - all referrals to jobs being made on the basis of qualifications rather than other factors.) It is of interest to note that although all placements dropped from the one month to the next, the number of claimants who were placed increased by over 16%.

Veteran Placements Fall Short of April by 5½%

A small decrease in the number of veterans (workers who have served in the armed forces of the United States in time of war) placed in employment was noted as the actual number fell from 72 to 68. (It is required by the Wagner-Peyser Act that veterans be given preference - all other things being equal - in the referrals to employers of applicants for work.) This is a decrease of over 32% from May 1939 to May 1940.

Agricultural Placements Drop 37%

With the bulk of Florida's spring potato and vegetable crops already marketed, placements termed as "agricultural" fell from 3,736 to 2,349. Most of these placements occur in the areas of the State where large numbers of workers are needed at one time.

INITIAL DETERMINATIONS *

Ineligibility Continues to Rise

The second month of operation under the new eligibility conditions of the Florida Unemployment Compensation Law saw completion of 9,524 initial determinations of eligibility. Of these claims determined, 5,163 (54.23%) were found to be ineligible and 4,361 (45.77%) eligible. This is the highest per cent of ineligibility yet reached.

This rise of ineligibility was caused by the more stringent eligibility requirements which went into effect beginning with April of this year. These requirements disqualify, for the most part, workers who have been employed in Florida for only a short time and casual workers who have had little or no steady employment in the past two years.

Ranking far above the others as a reason for ineligibility is "insufficient wage credits" (see footnote). This single reason accounted for 4,224 (82%) of the ineligible determinations.

Of relatively minor importance were the other two reasons for determining claims to be ineligible: "no wage records" with a total of 857 or 16.60% and "other reasons" with only 82 or 1.59% of the total number of initial determinations finding ineligibility.

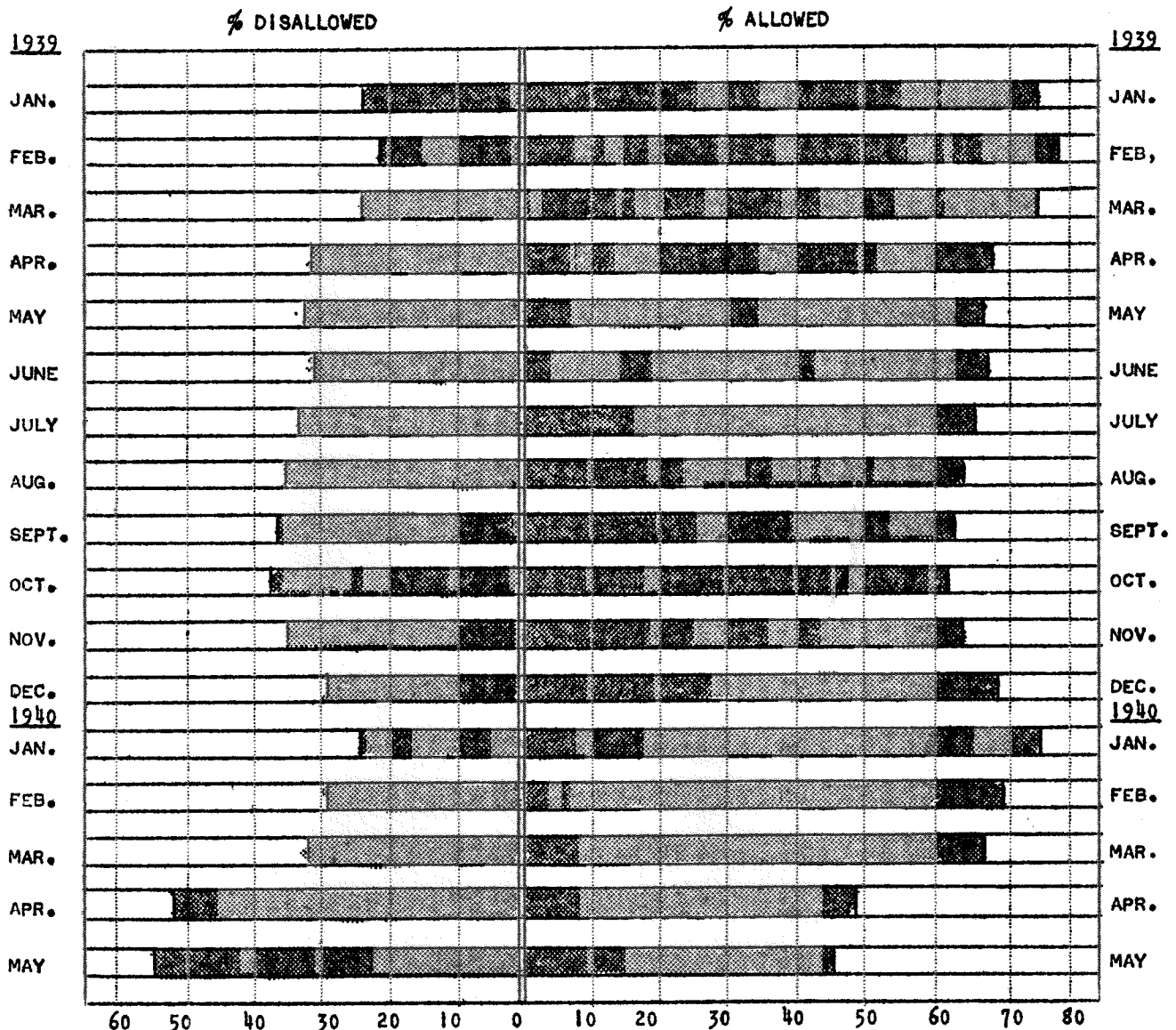
The graph at the bottom of the following page illustrates the sharp rise in ineligibility experienced during the months of April and May 1940. There were almost 20% more ineligible determinations in April than there were in March 1940. Ineligibility rose another 4% during May.

* Initial determinations are original decisions on a claimant's eligibility to receive benefit payments. If the claimant is otherwise eligible for unemployment compensation he will be determined eligible if his earnings are sufficient. If he is determined to be ineligible it will be for one of three reasons:

- (1) No Wage Records - no record of claimant's having earned wages in covered employment.
 - (2) Insufficient Wage Credits - some earnings in covered employment, but not enough to fulfill the requirements of the law.
 - (3) Other Reasons - few claims fall in this class; most of those being so classified because the claimant has filed a prior claim, etc.
-

INITIAL DETERMINATIONS MADE DURING 1939 AND 1940, BY PER CENT ALLOWED AND DISALLOWED

	TOTAL	ALLOWED	DISALLOWED	% ALLOWED	% DISALLOWED
1939					
JANUARY	12,322	9,407	2,915	76.34	23.66
FEBRUARY	7,639	5,297	2,342	69.32	30.68
MARCH	5,141	3,911	1,230	76.07	23.93
APRIL	5,195	3,578	1,617	68.87	31.13
MAY	5,683	3,579	2,104	62.91	37.06
JUNE	2,602	1,647	955	63.22	36.78
JULY	2,363	1,414	949	60.03	39.97
AUGUST	1,842	1,258	584	68.30	31.70
SEPTEMBER	6,803	3,777	3,026	55.53	44.47
OCTOBER	6,238	3,910	2,328	62.68	37.32
NOVEMBER	3,358	1,470	1,888	43.77	56.23
DECEMBER	5,068	3,578	1,490	70.60	29.40
1940					
JANUARY	7,489	5,699	1,790	76.10	23.90
FEBRUARY	8,337	5,908	2,429	70.86	29.14
MARCH	7,631	5,223	2,408	68.44	31.56
APRIL	9,628	4,757	4,871	49.41	50.59
MAY	9,524	4,361	5,163	45.77	54.23



Jacksonville Reports Most Complete Placements

There was a general decline in placement activity in the local offices during May as compared with the previous month. Jacksonville led all other offices in complete placements with 545. However, only 386 of these were in private employment placing Jacksonville second to Tampa in the number of private placements for the period. Tampa with 504 private placements led all other offices in that item and showed an increase of 32.6% over April. The 386 private placements reported by Jacksonville represented an increase of 66.4% for that office as compared with figures for April. Private placements in Miami showed a decrease of 16.3% from the April figure. Daytona Beach, Gainesville, Lake City, Marianna, Orlando, Panama City, Pensacola and St. Augustine all showed sizeable increases in private placements during the period.

Jacksonville reported the largest number of public placements and was followed by Marianna, Leesburg, Gainesville and Daytona Beach in that order.

Supplementary placements, the majority of which were agricultural, continued at a relatively high level although dropping somewhat from the April figure. In April the Miami office alone reported 3,297 supplementary placements. During May a total of 2,223 supplementary placements were reported with 1,591 being reported by Gainesville, 342 by Jacksonville and none in Miami. This change might well indicate the passing of the peak period in agricultural sections of the southern part of the State and the entrance into the peak periods in the north and central sections.

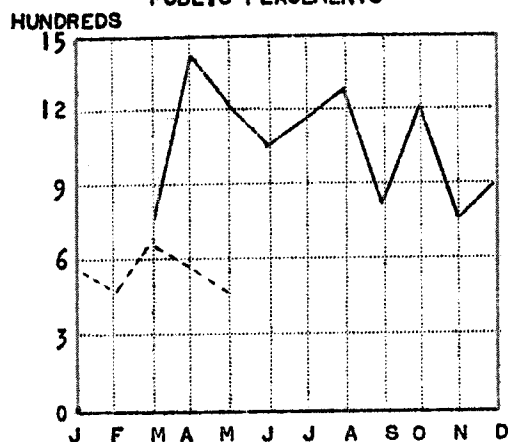
PLACEMENTS AND FIELD VISITS FOR MAY 1940

LOCAL OFFICE	COMPLETE PLACEMENTS					PUBLIC	SUPPLEMENTARY PLACEMENTS	FIELD VISITS
	TOTAL	PRIVATE			TEMP. (1 MO. OR LESS)			
		NUMBER	PER CENT CHANGE FROM APRIL 1940	REGULAR (OVER 1 MONTH)				
STATE TOTAL	2,664	2,205	- 0.3	1,216	989	459	2,223	1,045
ARCADIA	1	1	- 66.6	1	-	-	16	75
DAYTONA BEACH	81	49	+ 32.4	35	14	32	7	11
FORT LAUDERDALE	40	32	- 36.0	27	5	8	-	28
FORT MYERS	2	2	- 95.2	1	1	-	10	60
FORT PIERCE	23	9	- 35.7	6	3	14	-	62
GAINESVILLE	132	96	+ 17.1	38	58	36	1,591	54
JACKSONVILLE	545	386	+ 66.4	255	131	159	342	102
KEY WEST	36	24	- 25.0	17	7	12	-	3
LAKE CITY	38	24	+ 50.0	24	-	14	-	40
LAKELAND	43	43	- 4.4	27	16	-	86	71
LEESBURG	47	10	- 44.4	10	-	37	-	20
MARIANNA	46	15	+ 87.5	9	6	7	-	40
MIAMI	362	354	- 16.3	187	167	8	-	13
OCALA	24	24	- 57.3	24	-	-	-	103
ORLANDO	52	52	+ 57.6	12	40	-	40	20
PANAMA CITY	71	69	+ 331.2	69	-	2	1	20
PENSACOLA	141	134	+ 41.0	82	52	7	-	41
ST. AUGUSTINE	93	90	+ 87.5	21	69	3	66	28
ST. PETERSBURG	83	83	- 29.0	60	23	-	-	8
BRADENTON	24	24	- 48.9	15	9	-	-	94
TALLAHASSEE	81	58	- 20.5	27	31	23	41	28
TAMPA	511	504	+ 32.6	207	297	7	22	40
WEST PALM BEACH	138	112	- 3.4	52	60	26	-	53
WINTER HAVEN	10	10	- 95.6	10	-	-	-	31

PUBLIC PLACEMENTS

	<u>1939</u>	<u>1940</u>
JANUARY	-	565
FEBRUARY	-	184
MARCH	747	673
APRIL	1,439	581
MAY	1,203	459
JUNE	1,067	
JULY	1,152	
AUGUST	1,278	
SEPTEMBER	1,798	
OCTOBER	1,216	
NOVEMBER	865	
DECEMBER	889	

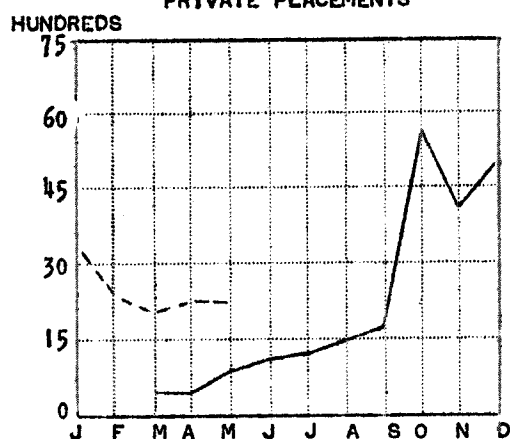
PUBLIC PLACEMENTS



PRIVATE PLACEMENTS

	<u>1939</u>	<u>1940</u>
JANUARY	-	3,334
FEBRUARY	-	2,333
MARCH	449	2,126
APRIL	442	2,212
MAY	832	2,205
JUNE	1,003	
JULY	1,071	
AUGUST	1,441	
SEPTEMBER	1,770	
OCTOBER	5,793	
NOVEMBER	4,084	
DECEMBER	4,996	

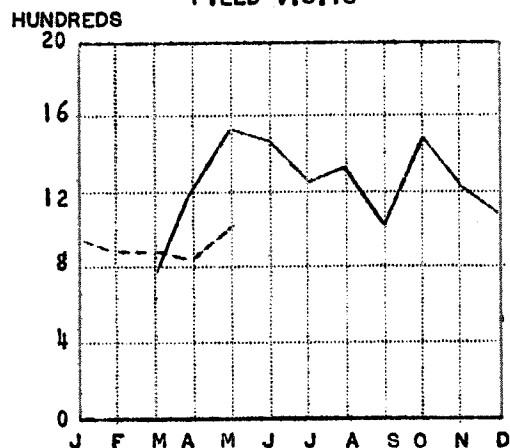
PRIVATE PLACEMENTS



FIELD VISITS

	<u>1939</u>	<u>1940</u>
JANUARY	-	998
FEBRUARY	-	911
MARCH	773	911
APRIL	1,204	865
MAY	1,547	1,045
JUNE	1,468	
JULY	1,232	
AUGUST	1,317	
SEPTEMBER	1,009	
OCTOBER	1,475	
NOVEMBER	1,417	
DECEMBER	1,072	

FIELD VISITS



NOTE:
SOLID LINE - 1939
BROKEN LINE - 1940

Active File Increases -- New Applications Drop

Although the number of new applications of unemployed workers taken by local offices during May dropped 2.5% from the previous month, the active file for the same period increased 6.6%. Miami, with 2,144 new applications, led all other offices in that phase of activity but the figure represented a decrease for the Miami office of 10.4% from the previous month. Jacksonville reported an increase of 8.5% in new applications taken during May as compared with April, and an increase of 2.4% in active file. New applications in Tampa fell off 5.7% while the active file in that area increased 1.5%.

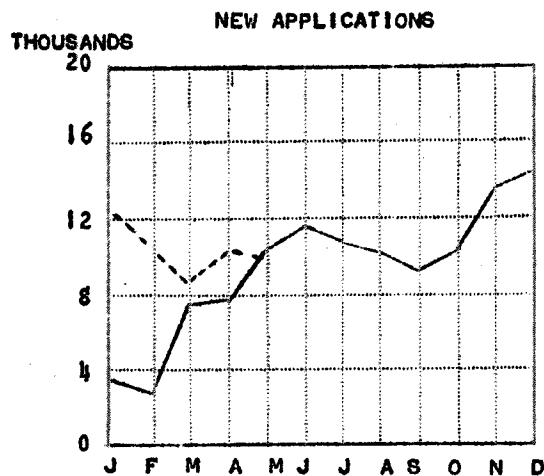
The total of 9,927 new applications taken during the month was 3.9% lower than for the same period of 1939. West Palm Beach reported the biggest increase over May 1939 with 508 new applications -- almost double the figure for the previous year. The biggest drop was recorded in the Leesburg office, where new applications taken fell off 83.8% from May 1939. This figure is due largely to the fact that the comparison was based on 1939 figures for Leesburg plus the figures for Brooksville, Coleman and Wildwood. These points operated during May 1939 under the Brooksville local office but are now being served, with Brooksville, as itinerant points out of Leesburg. The transfer of Brooksville from a full time local office to an itinerant point will account for a sizeable portion of the decrease in new applications.

NEW APPLICATIONS AND ACTIVE FILE

LOCAL OFFICE	NEW APPLICATIONS					ACTIVE FILE	
	NUMBER RECEIVED			PER CENT CHANGED FROM		MAY 31 1940	PER CENT CHANGE FROM APR. 1940
	MAY 1940	APRIL 1940	MAY 1939	APRIL 1940	MAY 1939		
STATE TOTAL	9,927	10,184	10,318	- 2.5	- 3.8	63,287	+ 6.6
ARCADIA	99	66	147	+ 33.3	- 32.6	1,254	+ 21.5
DAYTONA BEACH	361	374	265	- 3.5	+ 36.2	1,660	+ 21.4
FORT LAUDERDALE	260	232	383	- 12.1	- 32.1	1,235	- 0.1
FORT MYERS	64	97	69	- 34.0	- 7.2	690	- 12.0
FORT PIERCE	96	127	72	- 24.4	+ 33.3	514	- 11.5
GAINESVILLE	233	263	389	- 11.4	- 40.1	1,234	- 29.4
JACKSONVILLE	1,516	1,397	1,023	+ 8.5	+ 48.2	9,206	+ 2.4
KEY WEST	41	44	29	- 6.8	+ 41.4	1,697	+ 5.4
LAKE CITY	131	103	99	+ 27.2	+ 32.3	1,387	+ 9.5
LAKELAND	620	463	451	+ 33.9	+ 37.5	2,771	+ 29.8
LEESBURG	116	277	715	- 58.1	- 83.8	1,789	+ 11.5
MARIANNA	39	205	385	- 7.8	- 50.9	1,700	+ 2.4
MIAMI	2,144	2,392	1,909	- 10.4	+ 10.9	10,566	+ 13.9
OCALA	206	153	217	+ 34.6	- 5.1	1,121	+ 20.4
ORLANDO	334	329	864	+ 1.5	- 61.3	2,305	+ 11.3
PANAMA CITY	126	177	117	- 28.8	+ 7.7	889	- 27.5
PENSACOLA	396	369	294	+ 7.3	+ 34.7	3,617	+ 0.9
ST. AUGUSTINE	115	279	210	- 58.8	- 45.2	1,362	+ 10.0
ST. PETERSBURG	544	520	391	+ 4.6	+ 39.1	4,463	+ 8.4
BRADENTON	150	137	260	+ 16.7	- 42.3	864	- 12.0
TALLAHASSEE	170	235	350	- 27.6	- 51.4	1,669	- 1.0
TAMPA	1,071	1,136	983	- 5.7	+ 8.9	7,016	+ 1.5
WEST PALM BEACH	508	467	260	+ 8.8	+ 94.4	2,192	+ 15.0
WINTER HAVEN	437	342	436	+ 21.7	+ 0.2	2,086	+ 60.8

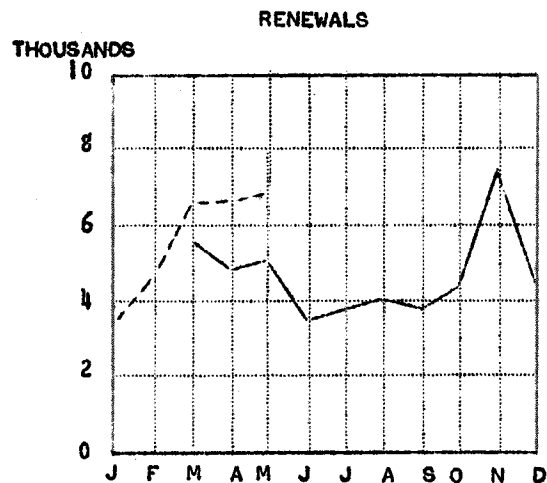
NEW APPLICATIONS

	<u>1939</u>	<u>1940</u>
JANUARY	3,497	2,226
FEBRUARY	3,200	10,575
MARCH	7,642	8,422
APRIL	7,818	10,184
MAY	10,318	9,927
JUNE	10,120	
JULY	10,822	
AUGUST	10,416	
SEPTEMBER	9,498	
OCTOBER	10,263	
NOVEMBER	13,585	
DECEMBER	14,287	



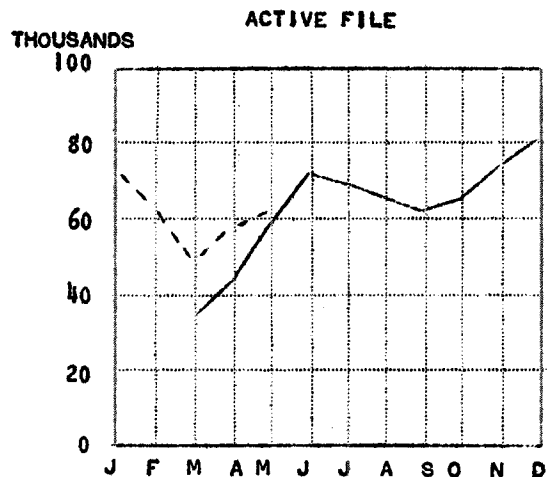
RENEWALS

	<u>1939</u>	<u>1940</u>
JANUARY	-	3,626
FEBRUARY	-	4,708
MARCH	5,679	6,617
APRIL	4,877	6,622
MAY	4,911	6,757
JUNE	3,680	
JULY	3,821	
AUGUST	3,913	
SEPTEMBER	3,856	
OCTOBER	4,307	
NOVEMBER	7,550	
DECEMBER	4,729	



ACTIVE FILE

	<u>1939</u>	<u>1940</u>
JANUARY	-	72,501
FEBRUARY	-	64,734
MARCH	34,569	49,001
APRIL	42,695	59,093
MAY	58,264	63,287
JUNE	71,065	
JULY	70,983	
AUGUST	65,292	
SEPTEMBER	61,686	
OCTOBER	64,085	
NOVEMBER	74,598	
DECEMBER	80,907	



NOTE:
 UNBROKEN LINE - 1939
 BROKEN LINE - 1940

BENEFIT PAYMENTS

Average Check Reaches New High

The issuance of 52,413 checks for a total of \$475,031.87 brought the average check for May to \$9.06. This was the highest average yet reached, exceeding the previous high of \$9.02, which was reached during January of this year.

Reference to the small table at the top of the next page will show the average for each type of payment. Total payments (payments of full weekly benefit amount to totally unemployed workers) averaged \$9.82, but this average is reduced by the inclusion of other types of payments which are for less than the full weekly benefit amount.

Payments for less than the full weekly benefit amount are of two types:

- (1) Partial Payments - payments made to workers who are partially employed but but not to the extent of earning as much as their weekly benefit amount.
- (2) Irregular Payments - payments made to workers whose benefit balance is less than their weekly benefit amount.

Miami Leads in Benefit Payments

The Miami local office area, with 17.81% of the State total, led the State in the amount of payments with a total of \$84,588.80. Placing second and third were Jacksonville with a total of \$72,205.86 and Tampa with \$54,774.21.

Miami showed an increase of \$12,711.10 over its April (1940) figure of \$71,877.70. Jacksonville exceeded its April figure by \$2,709.78 and Tampa showed a decline of \$588.13.

Payments to multi-state claimants rose from \$27,842.23 in April to \$41,218.63 in May -- an increase of \$13,376.40.

The other offices throughout the State accounted for practically the same percentage of the total amount paid as during last month. Some fluctuations were, of course, evident, but none reached significant proportions.

Rises due to mass lay-offs of citrus packers and canners have not yet occurred, the close of the citrus season being later this year than in 1939. However, a rise of \$50,240 was experienced for the entire state. This rise is illustrated on page 13.

ANALYSIS OF BENEFIT CHECKS ISSUED DURING MONTH OF MAY 1940
BY TYPE OF PAYMENT

TYPE OF PAYMENT	NO. OF PAYMENTS	AMOUNT OF PAYMENTS	PER CENT OF TOTAL AMOUNT	AVERAGE PAYMENT
Partial	7,306	\$ 50,148.50	13.94	\$ 6.86
Irregular	3,374	14,750.85	6.44	4.37
Total	41,733	410,132.52	79.62	9.82
All Payments	52,413	\$475,031.87	100.00	\$ 9.06

COMPARISON OF NUMBER AND AMOUNT OF BENEFIT PAYMENT MADE DURING
MONTH OF MAY 1939 and 1940 -- LOCAL OFFICE DISTRIBUTION

LOCAL OFFICE	May 1939		% OF TOTAL AMOUNT	May 1940		% OF TOTAL AMOUNT
	NUMBER	AMOUNT		NUMBER	AMOUNT	
STATE TOTAL	22,446	\$167,036.25	100.00	52,413	\$475,031.87	100.00
Arcadia	98	454.59	0.27	586	4,814.07	1.01
Daytona Beach	199	1,603.87	0.96	575	5,550.91	1.17
Fort Lauderdale	362	3,194.16	1.91	485	4,759.08	1.00
Fort Myers	84	634.91	0.38	460	3,851.50	0.81
Fort Pierce	130	1,123.44	0.67	411	3,727.00	0.78
Gainesville	147	1,178.67	0.71	839	6,480.62	1.36
Jacksonville	2,897	19,890.99	11.91	8,106	72,205.86	15.20
Key West	166	1,175.50	0.70	116	899.00	0.19
Lake City	104	612.12	0.37	339	2,899.00	0.61
Lakeland	1,024	6,745.24	4.04	3,332	28,551.50	6.01
Leesburg	448	2,534.68	1.52	1,010	8,728.75	1.84
Marianna	665	3,598.03	2.15	1,173	8,120.99	1.71
Miami	4,033	40,089.98	24.04	7,446	84,588.80	17.81
Ocala	572	3,691.94	2.17	1,133	9,267.88	1.95
Orlando	636	4,164.49	2.49	3,704	32,334.05	6.81
Panama City	359	2,662.87	1.59	932	7,581.45	1.60
Pensacola	550	3,583.57	2.15	1,386	10,732.81	2.26
St. Augustine	176	1,598.62	0.96	712	6,093.29	1.28
St. Petersburg	420	3,046.26	1.82	2,334	23,184.07	4.88
Bradenton	119	915.62	0.55	602	5,276.75	1.11
Tallahassee	958	5,194.58	3.11	1,625	10,807.65	2.28
Tampa	5,285	34,947.10	20.92	7,287	54,774.21	11.53
West Palm Beach	870	8,353.13	5.00	1,822	19,710.56	4.15
Winter Haven	900	5,509.90	3.30	2,192	18,873.44	3.97
Multi-State	1,244	10,531.99	6.31	3,806	41,218.63	8.68

Average check during May 1939 - \$7.44

Average check during May 1940 - \$9.06

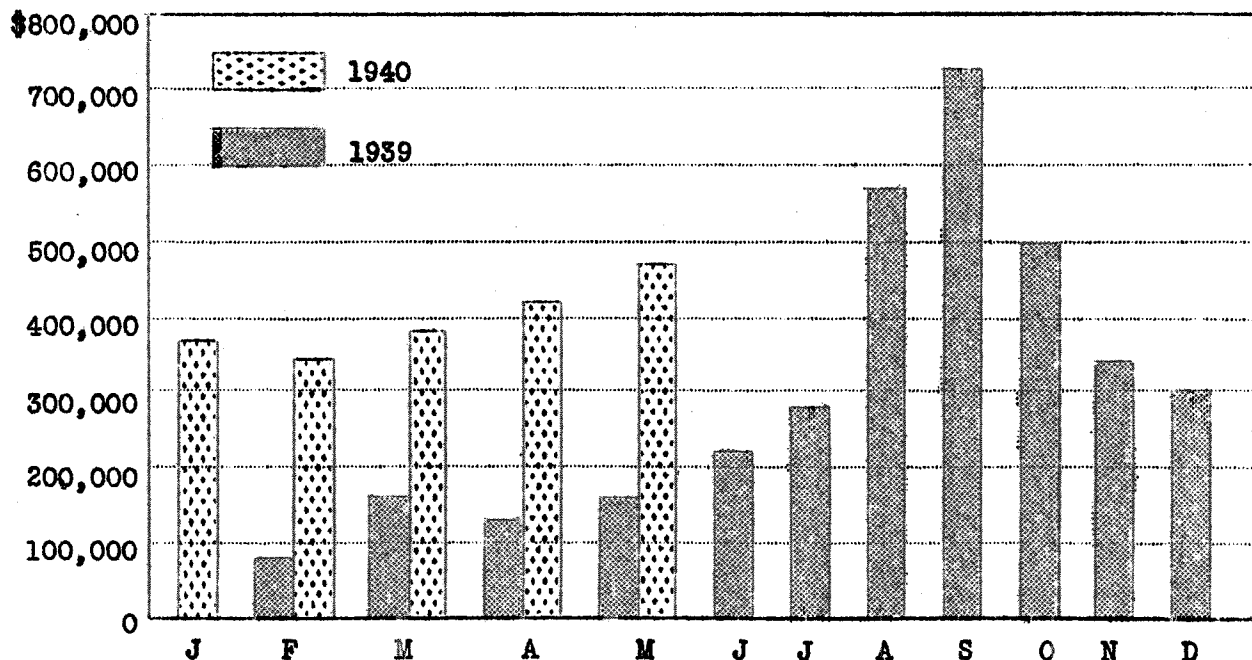
May Benefits Highest for the Year

Beginning with March there has been a steady increase in the amount of benefit payments with May payments exceeding those of any other month of 1940. March payments exceeded those for February by \$40,923; April exceeded March by \$43,125; May exceeded April by \$50,240. Also, May payments have not been exceeded by any other month since benefits first became payable except the three peak months of August, September and October of 1939.

MONTH	1939	1940
January	*	\$375,872.83
February	\$ 85,539.45	340,742.38
March	161,820.87	381,665.73
April	134,740.77	424,791.04
May	167,036.25	475,031.87
June	226,069.98	
July	281,448.99	
August	574,663.17	
September	732,542.54	
October	498,749.37	
November	338,279.57	
December	303,221.49	
ANNUAL TOTAL	\$3,504,112.45	\$1,998,103.85
Total benefit payments to date - - - - -		\$5,502,216.30

* Florida did not make benefit payments prior to February 1939.

MONTH-TO-MONTH TREND IN FLORIDA UNEMPLOYMENT COMPENSATION BENEFIT PAYMENTS
FEBRUARY 1939 - MAY 1940



THE OPERATION OF THE "60 TIMES" ELIGIBILITY REQUIREMENT

Every state unemployment compensation law includes some qualifying wage requirement which a claimant must meet before he can become eligible to receive unemployment benefits. The requirement of substantial previous employment during the base period establishes the eligibility or ineligibility of a claimant and such an eligibility requirement is intended to admit to participation in the benefits of the unemployment compensation system only those workers genuinely attached to the labor market, or to insured work, and to exclude therefrom those who cannot demonstrate such an attachment. The requirement, further, helps to distinguish the field of unemployment compensation from that of public relief.

Under the 1937 Florida Act workers with inconsequential rights were eligible for benefits principally because there was no flat minimum benefit amount in the benefit formula and because it was necessary to use the 1/26th wage formula to determine the benefit amount. As a consequence, many claimants were eligible for such small unemployment benefits that they could not possibly exist on them, while at the same time, they were prevented from receiving public relief or assistance.

The benefit formula was intended to be strengthened when the "30 times the weekly benefit amount" eligibility requirement was included in the law but when the law was further changed so that "60 times the weekly benefit amount" requirement was inserted, the effect has been (see page 5) the exclusion of 44 per cent of the workers from drawing any benefits, that is, although a total of 54.22 per cent of the claimants were ineligible for one reason or another, 44 per cent of all disallowances were due to the claimant having earned insufficient wages in covered employment. This, then, is presumed to mean that 44 per cent of the claimants in Florida are not attached to the labor market, but those who know the Florida labor market are aware that this is an obviously untrue assumption.

The action of the eligibility requirement can be discussed a little further. It can be seen from the pattern of employment in the State that due to seasonal influences, as well as other influences, many workers have considerably higher earnings during one or more quarters of a year. At the same time, many of these workers do not work full time in employment covered by the unemployment compensation law. This can be noted from wage records in the agency which show that during the 8 quarter base period 60 per cent of all covered workers have less than 8 quarters of earnings and 35 per cent have three or less. During this 8 quarter base period workers may not be fully employed or may be working for non-labile employers, who, of course, do not report to the Commission wages paid to their workers. As a consequence, few workers have full base period wages to their credit when they claim benefits. It seems manifest that these eligibility requirements are not in conformity with the existing pattern of employment in the State.

With their weekly benefit amount being based on the high quarter, combined with the high qualifying earnings (60 times the weekly benefit amount) many of these workers, even though they have earned fairly large amounts during the 8 quarters, are unable to qualify for any benefits. This is not entirely the fault of the method of determining the weekly benefit amount. The weekly benefit amount is 1/20th of the high quarter and is used for this purpose because this multiple, on the whole, more nearly approximates 50 per cent of the full time weekly wage than does the 1/26th method contained in the original 1937 Act. However, the difficulty lies in the fact that by requiring an individual to have earned 60 times his weekly benefit amount before he can qualify for benefits means that he must normally have worked for at least three quarters of his base period, or must have total earnings during his base period of at least three times his high quarter earnings. In other words, if he earned between \$190.01 and \$200 during his high quarter his weekly benefit amount would be \$10. To be eligible, the claimant must have earned 60 times his weekly benefit amount, or \$600, which is three times the \$200 (the largest amount of high quarter earnings which would entitle him to a \$10 weekly benefit amount).

To the minds of ineligible claimants there is a seeming inconsistency when they observe that some claimants can draw no benefits whereas other claimants because of the mere fact that they are eligible can automatically draw at least 10 weeks of benefits. This is occasioned because of the fact that the benefit formula is set up mathematically, is not elastic, and a claimant to be eligible at all must qualify for at least 10 weeks of benefits. This is true because, first, since an eligible claimant must have earned 60 times his weekly benefit amount, he has fairly large earnings to his credit; second, the number of weeks that an individual can draw benefits is based on his earnings during his base period with the limits being 16 times his weekly benefit amount or 1/6 of wages earned during his base period, whichever is the lesser; third, as a consequence, a claimant with a weekly benefit amount of \$10 to be eligible must have earned \$600 during his base period because 1/6 of \$600 is \$100, divided by \$10 (weekly benefit amount) means that the claimant would receive \$10 a week for 10 weeks. The number of weeks more than 10 the claimant can receive benefits, up to and including 16, depends on the amount over \$600 which he has earned during his base period.

In spite of the increase in the per cent of claims disallowed the continued increase in the claim load has thus far prevented a decrease in the actual amount of benefits paid. What the eventual effect of the more stringent requirement will be is at present undeterminable.

INITIAL CLAIMS SHOW SLIGHT INCREASE

The number of unemployed workers in Florida who filed their first initial claims for unemployment compensation rose from 9,599 in April to 9,849 in May - an increase of 2.6%.

Sharp rises are noted in several local office areas. There was an increase in initial claims filed in the Fort Pierce area of 105%, Winter Haven had an increase of 102%, followed by Arcadia with 80%, all of which are in the citrus belt. Large increases in the number of initial claims filed usually result from mass lay-offs where most of the workers in a plant are laid off at one time - being caused in this instance by the closing down of citrus packing plants. Also important in the citrus packing areas are the cities of Orlando, which report a small rise (2%) and Leesburg, which had a sharp drop of 49%.

Orlando has had a heavy claim load through both March and April. Claims during May continued at approximately the same level. The Leesburg office reached a peak in the filing of initial claims in April rather than in May, as was the case in 1939. The earlier peaks during 1940 for both Orlando and Leesburg were occasioned by the earlier shutdown of citrus packing houses in these areas because of the January freeze.

INITIAL CLAIMS FILED - BY LOCAL OFFICE

JANUARY 1939 THROUGH MAY 1940

LOCAL OFFICE	JAN. 1939 THROUGH MAY 1940	PER CENT OF TOTAL - 1939 AND 1940	APRIL 1940	MAY 1940	% CHANGE MAY 1940 OVER APRIL 1940	% CHANGE MAY 1940 OVER MAY 1939
STATE TOTAL	154,981	100.00	9,599	9,849	+ 2.6	- 23.2
ARCADIA	2,355	1.52	68	123	+ 80.9	- 9.6
DAYTONA BEACH	1,792	1.16	142	117	- 17.6	- 42.6
FORT LAUDERDALE	2,117	1.39	186	170	- 8.6	+ 9.0
FORT MYERS	1,553	1.00	61	75	+ 22.9	+ 31.6
FORT PIERCE	2,026	1.31	56	115	+ 105.4	+ 79.7
GAINESVILLE	2,574	1.66	139	117	- 15.8	+ 5.4
JACKSONVILLE	15,278	9.86	988	941	- 4.8	+ 5.2
KEY WEST	837	.54	41	21	- 48.8	- 75.3
LAKE CITY	1,267	.82	109	149	+ 36.7	+ 338.2
LAKELAND	9,274	5.98	635	798	+ 25.7	- 30.9
LEESBURG	4,874	3.14	362	184	- 49.1	- 68.8
MARIANNA	2,910	1.88	180	143	- 20.6	- 45.0
MIAMI	18,687	12.06	1,684	1,538	- 8.7	- 6.4
OCALA	2,675	1.72	183	203	+ 10.9	+ 12.2
ORLANDO	11,858	7.65	707	721	+ 2.0	- 34.9
PANAMA CITY	1,630	1.18	171	103	- 39.8	+ 14.4
PENSACOLA	3,565	2.30	275	261	- 4.7	+ 41.6
ST. AUGUSTINE	1,400	.90	69	73	+ 5.8	- 9.9
ST. PETERSBURG	4,526	2.92	442	430	- 2.7	+ 51.4
BRADENTON	2,493	1.61	83	108	+ 30.1	+ 11.3
TALLAHASSEE	5,623	3.63	262	325	+ 24.0	- 23.5
TAMPA	25,911	16.72	1,074	731	- 31.9	- 189.2
WEST PALM BEACH	1,590	2.96	298	347	+ 16.4	- 11.3
WINTER HAVEN	11,405	7.36	406	821	+ 102.2	- 40.3
LIABLE STATE REC'D. IN CENTRAL OFFICE	13,533	8.73	978	1,234	+ 26.2	- 21.2

Waiting Period and Continued Claims Up 10%

The State total of the combined number of waiting period and continued claims was 72,953 for May 1940, an increase of 10% over April.

Miami, with a total of 11,821 led the other offices in the State. Jacksonville, with 9,691 and Tampa, with 8,109 placed second and third respectively.

Winter Haven, important in the citrus producing area, recorded a rise of 83% over its April total. Liable state claims, filed by Florida workers who are now residing in other states, rose 47.5% to show the second greatest increase and Lake City placed third with a rise of 41.6%.

No sharp decreases were experienced in any office. The three offices showing the highest percentage decrease were St. Augustine with minus 11.7%, Panama City with minus 11.4% and Leesburg with minus 11.2% - virtually a "three-way tie."

An increase of 31.9% for the State over the same month (May) of 1939 was noted as the claim load continued its seasonal rise.

WAITING PERIOD AND CONTINUED CLAIMS (COMBINED)
MAY 1939 AND APRIL AND MAY 1940

LOCAL OFFICE	MAY 1939	PER CENT OF TOTAL MAY 1939	MAY 1940	PER CENT OF TOTAL MAY 1940	% CHANGE MAY 1940 OVER MAY 1939	% CHANGE MAY, 1940 OVER APRIL 1940
STATE TOTAL	55,298	100.00	72,953	100.00	+ 31.9	+ 10.0
ARCADIA	495	.90	989	1.36	+100.0	+ 28.2
DAYTONA BEACH	639	1.16	762	1.04	+ 19.2	+ 15.2
FORT LAUDERDALE	654	1.18	853	1.17	+ 30.4	+ 8.5
FORT MYERS	220	.40	632	.87	+187.3	+ 6.2
FORT PIERCE	222	.40	617	.85	+177.9	- .3
GAINESVILLE	302	.55	1,229	1.68	+307.0	+ 14.2
JACKSONVILLE	5,213	9.43	9,691	13.29	+ 85.9	+ 1.7
KEY WEST	333	.60	146	.20	- 56.2	+ 8.1
LAKE CITY	178	.32	670	.92	+276.4	+ 41.6
LAKELAND	2,656	4.80	4,832	6.62	+ 81.9	+ 18.6
LEESBURG	1,485	2.69	1,361	1.87	- 8.4	- 11.2
MARIANNA	1,346	2.44	1,474	2.02	+ 9.3	- 9.4
MIAMI	8,281	14.86	11,821	16.21	+ 42.7	+ 16.6
OCALA	1,212	2.19	1,460	2.00	+ 20.4	- 1.8
ORLANDO	2,711	4.90	4,966	6.81	+ 83.2	- 5.4
PANAMA CITY	1,083	1.96	984	1.35	- 9.1	- 11.4
PENSACOLA	1,292	2.34	1,962	2.69	+ 51.9	+ 17.4
ST. AUGUSTINE	1,357	.65	1,165	1.05	+114.3	- 11.7
ST. PETERSBURG	1,213	2.19	3,094	4.24	+155.1	+ 19.8
BRADENTON	297	.54	769	1.05	+158.9	+ 32.8
TALLAHASSEE	2,118	3.83	2,422	3.32	+ 14.4	+ 7.9
TAMPA	8,925	16.16	8,109	11.10	- 9.1	- 8.3
WEST PALM BEACH	1,845	3.34	2,207	3.03	+ 19.6	- 5.3
WINTER HAVEN	3,357	6.07	3,607	4.95	+ 7.4	+ 83.0
LIABLE STATE CLAIMS						
REC'D. CENTRAL OFFICE	8,861	16.10	7,531	10.31	- 15.0	+ 47.5

AGENT STATE CLAIMS

IB - 1's

A sharp decrease in the number of initial claims (IB-1's) filed through the Florida State Employment offices against other states was experienced during May.

A decrease was experienced in seventeen of the twenty-four local offices in the State. The drop was particularly noticeable in Miami, St. Petersburg, Tampa, and West Palm Beach.

The major cause of this drop was the return of workers in our State to their normal places of residence in other states, thus removing the necessity of their calling on the Florida offices to act as their agent. There were fewer multi-state workers becoming unemployed in the resort areas and fewer moving into the State during May.

IB - 2's

Less marked was the decline in the number of agent state continued claims (IB-2's) filed. Fluctuations in the number of initial claims filed are not reflected in the continued claims until almost a month later. There were no really outstanding changes from the preceding month in any office. Most of the drop was caused by comparatively small decreases shown in a majority of the local offices.

AGENT STATE CLAIMS BY LOCAL OFFICE, MAY 1940

LOCAL OFFICE	IB - 1			IB - 2		
	APRIL NUMBER	MAY NUMBER	PER CENT OF TOTAL	APRIL NUMBER	MAY NUMBER	PER CENT OF TOTAL
STATE TOTAL	2,482	1,365	100.00	10,910	10,075	100.00
ARCADIA	6	6	.44	65	51	.51
DAYTONA BEACH	73	46	3.37	364	343	3.40
FORT LAUDERDALE	33	39	2.86	261	220	2.18
FORT MYERS	6	6	.66	50	30	.30
FORT PIERCE	14	10	.73	142	61	.61
GAINESVILLE	10	11	.81	58	62	.62
JACKSONVILLE	138	107	7.84	1,022	907	9.00
KEY WEST	7	8	.59	51	39	.36
LAKE CITY	11	8	.59	36	36	.36
LAKELAND	36	40	2.93	217	234	2.32
LEESBURG	28	12	.88	148	137	1.36
MARIANNA	34	28	2.05	233	209	2.07
MIAMI	1,322	555	40.64	4,500	4,251	42.19
OCALA	18	5	.37	128	116	1.16
ORLANDO	70	68	4.98	504	506	5.02
PANAMA CITY	12	14	1.02	85	108	1.07
PENSACOLA	67	63	4.62	363	355	3.52
ST. AUGUSTINE	29	21	1.54	103	76	.75
ST. PETERSBURG	211	97	7.11	844	676	6.71
BRADENTON	32	20	1.47	246	187	1.86
TALLAHASSEE	20	34	2.49	102	107	1.06
TAMPA	186	97	7.11	771	798	7.93
WEST PALM BEACH	93	50	3.66	511	445	4.42
WINTER HAVEN	26	25	1.83	104	124	1.23

AGENT STATE CLAIMS ARE OF TWO TYPES: IB-1's, WHICH ARE INITIAL OR ORIGINAL CLAIMS AND IB-2's, WHICH ARE EITHER WAITING PERIOD OR CONTINUED (COMPENSABLE) CLAIMS.

Domestic Service Industry Accounts for Most Placements

The domestic service industry replaced construction as the industry with which the most placements were reported during May. Construction, which led in April, fell to third place behind service industries. There were 659 placements made in domestic service during the month. The service industry, including hotels, restaurants and eating and drinking places, accounted for 535 placements and construction accounted for 503. Manufacturing accounted for 325 complete placements and was followed by the wholesale and retail trade groups with 194.

Service Workers Predominant Among Occupations

The occupational distribution of placements for May shows that service workers led all other groups with 1,028 or 38.6% of the total number of placements. Physical labor (unskilled) workers accounted for 34.1% of the total to place second, followed by craftsmen (skilled workers) with 8.3%, clerical workers with 7.7% and salespersons with 5.5%. The majority of the service workers placed were women and the majority of the placements were in regular employment. The physical labor group accounted for 228 claimant placements representing approximately 47% of the total claimant placements reported for the month. This group also accounted for the largest number of veteran placements with 27 or approximately 36% of the total.

Youths Comprise 12% of Total Placements; Group 20 - 24, 21.8%

There were 312 placements of persons under 21 years of age. These youth placements represent approximately 12% of the total placements. As a general rule these are young persons just out of school with little or no work experience.

On the other hand, there were 307 placements of persons who were 45 years of age or older. Both of these groups represent special employment problems. The young workers with little or no work experience must be carefully directed into occupations for which they are likely to be best suited. In many cases aptitude tests are necessary in order to determine special abilities of young inexperienced job seekers.

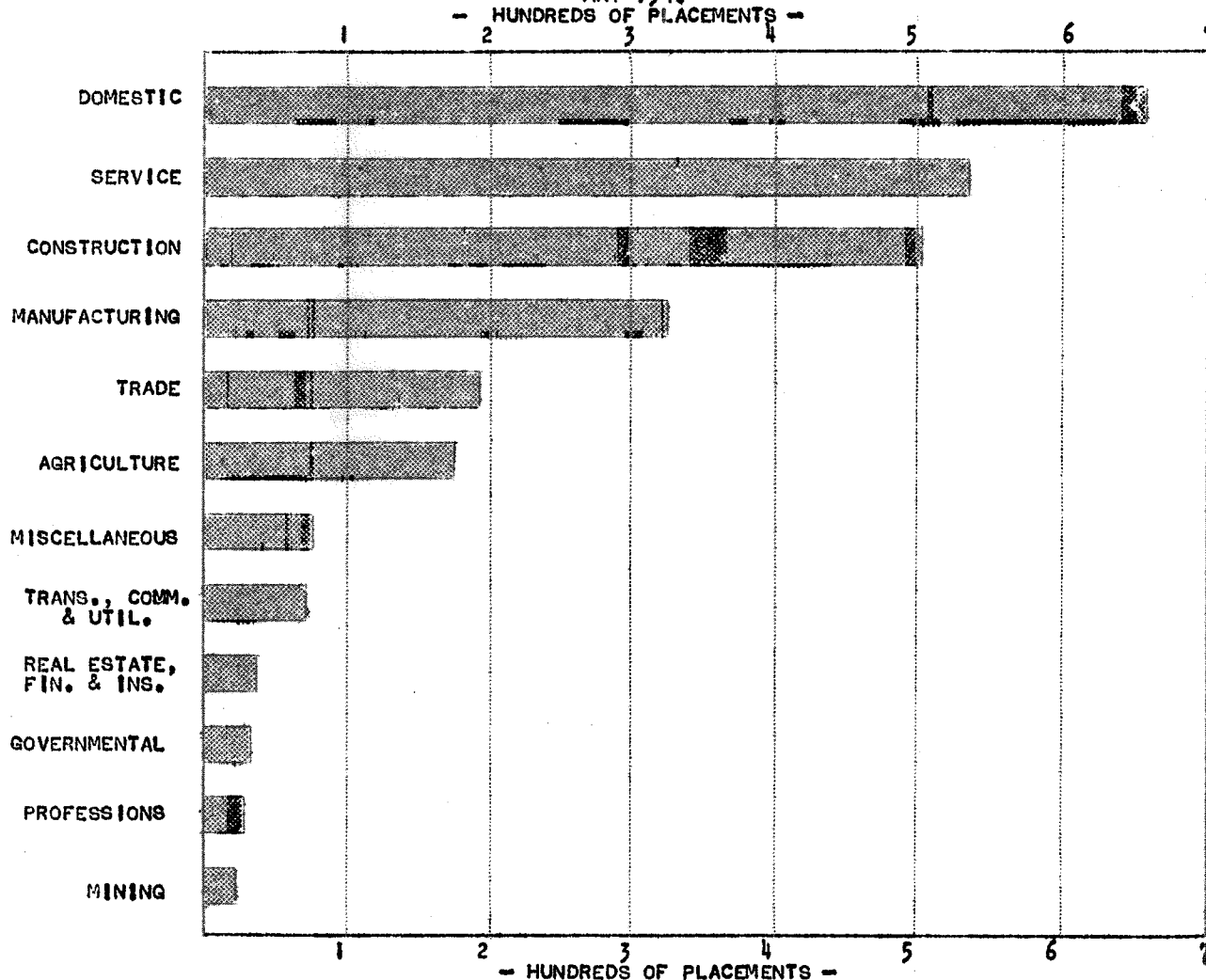
In the case of the worker 45 years of age or older, there is generally the problem of vocational readjustment. In many cases the increase in age brings about a loss of skill after making it hard for the worker to remain in his former occupation. Technological changes in industry are likewise responsible for placing many of these older workers on the labor market.

Of the total placements made during May, 1,329, or approximately 49%, were colored. Among the men 54% were colored and among the women 42% were colored.

**INDUSTRIAL DISTRIBUTION OF PLACEMENTS
BY SEX, DURATION, CLAIMANT AND VETERAN STATUS
MAY 1940**

INDUSTRY GROUP	MEN AND WOMEN	M E N			W O M E N			CLAIMANTS	VETERANS
		TOTAL	REG.	TEMP.	TOTAL	REG.	TEMP.		
STATE TOTAL	2,664	1,682	1,065	617	982	559	423	508	68
AGRICULTURE, ETC.	176	165	111	54	11	7	4	40	5
MINING	22	22	22	—	—	—	—	22	—
CONSTRUCTION	503	499	415	84	4	3	1	62	25
MANUFACTURING	325	251	143	108	74	43	31	170	21
TRANS., COMM., UTIL.	73	67	29	38	6	1	5	14	2
WHOLESALE & RETAIL TRADE	191	119	74	45	75	37	38	37	5
REAL ESTATE, FIN. & INS.	27	22	11	11	5	10	5	3	—
SERVICE	535	314	207	107	221	111	110	88	13
PROFESSIONS	28	12	5	7	16	6	10	2	—
MISCELLANEOUS	78	29	7	22	49	6	43	12	—
DOMESTIC	659	159	27	132	500	332	168	50	3
GOVERNMENTAL	33	23	11	9	10	2	8	5	—
RELIEF	1	—	—	—	1	1	—	1	—

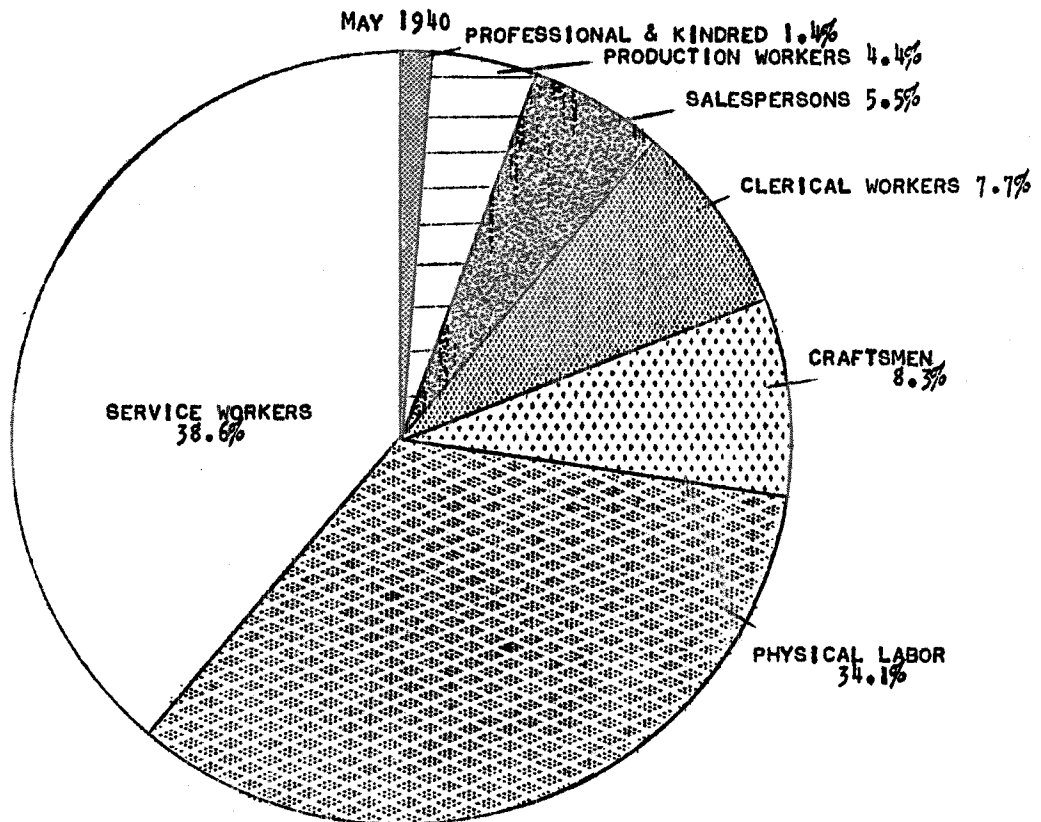
**INDUSTRIAL DISTRIBUTION OF PLACEMENTS
MAY 1940**



**OCCUPATIONAL DISTRIBUTION OF ALL PLACEMENTS
BY SEX, DURATION, CLAIMANT AND VETERAN STATUS
MAY 1940**

OCCUPATIONAL GROUP	MEN & WOMEN		M E N			W O M E N			TOTAL CLAIMANTS PLACED	TOTAL VETS. PLACED
	NUMBER	PER CENT	TOTAL	REG.	TEMP.	TOTAL	REG.	TEMP.		
STATE TOTAL	2,664	100.0	1,682	1,065	517	982	559	423	508	68
PROF. & KINDRED	37	1.4	27	22	5	10	5	5	7	4
PROFESSIONAL	15	0.6	10	9	1	5	5	1	1	1
SEMI-PROFESSIONAL	5	0.2	1	1	1	1	1	1	1	1
TECHNICIANS	6	0.3	2	2	1	1	1	1	2	2
ADMINISTRATIVE	8	0.3	2	2	1	1	1	1	1	1
SALESPERSONS	147	5.5	66	44	22	81	10	71	17	22
INSIDE	52	1.9	31	24	7	20	8	12	6	1
OUTSIDE	95	3.6	35	20	15	34	2	32	11	1
RELATED	44	1.6	18	13	5	27	2	25	9	1
CLERICAL WORKERS	205	7.7	67	31	36	138	40	98	28	2
MACHINE	38	1.4	17	10	7	37	6	31	1	1
NON-MACHINE	167	6.3	66	30	36	101	34	67	24	1
SERVICE WORKERS	1,028	38.6	350	177	173	678	434	244	92	1
PERSONAL (DCM.)	530	19.9	49	29	20	481	329	152	24	1
PERSONAL (INST.)	385	14.4	198	136	62	187	10	177	43	7
MAINTENANCE	113	4.3	103	32	71	10	1	9	25	3
CRAFTSMEN	220	8.3	84	55	29	136	36	100	96	15
PRODUCTION WORKERS	117	4.4	90	55	35	27	3	24	40	7
MACHINE	51	1.9	25	24	1	26	1	25	15	2
MANUAL	66	2.5	65	31	34	1	1	1	25	5
PHYSICAL LABOR	910	34.1	808	610	198	102	6	96	228	27
HEAVY	851	31.9	842	617	125	9	3	6	21	2
LIGHT	59	2.2	56	23	33	3	3	1	6	1

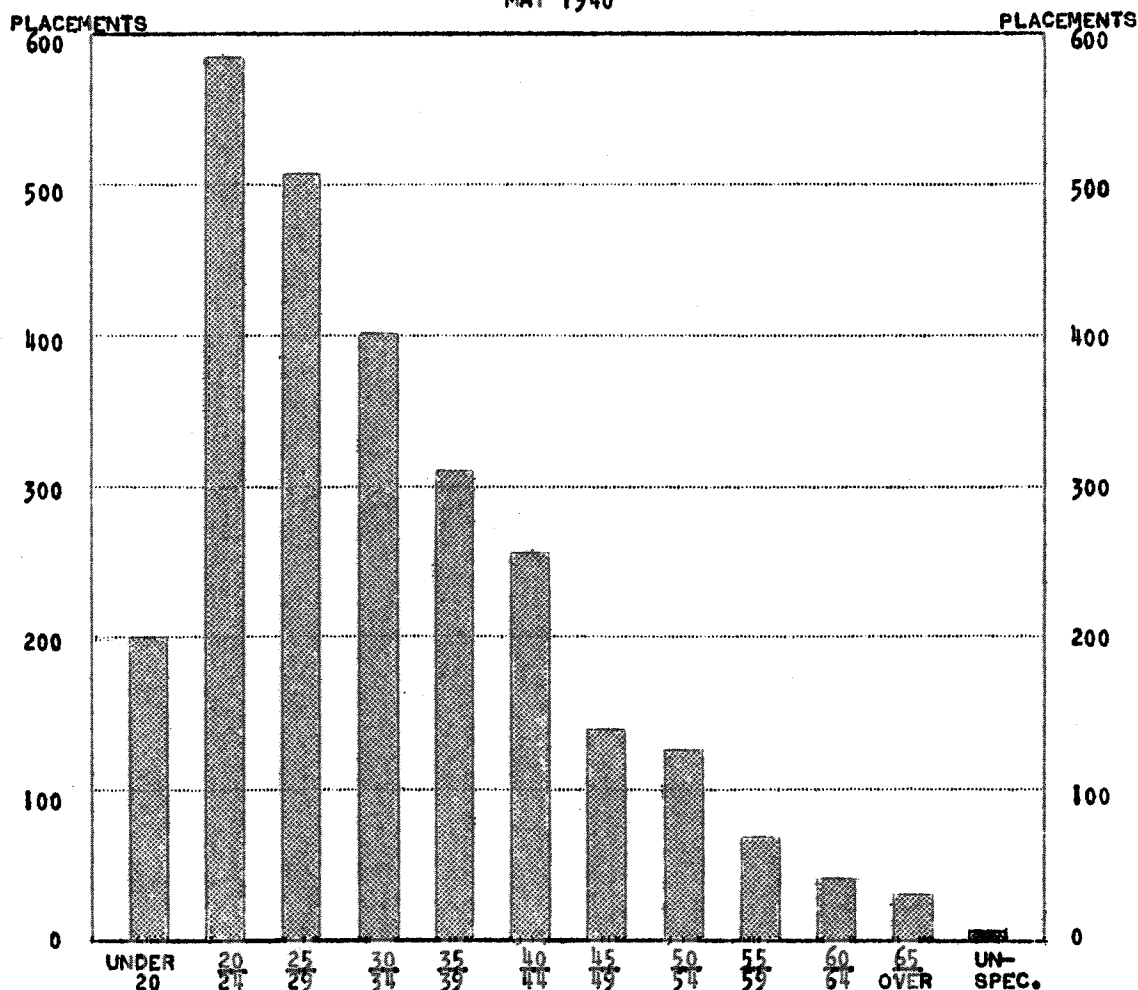
PERCENTAGE DISTRIBUTION OF ALL PLACEMENTS BY MAJOR OCCUPATIONAL GROUP



**AGE DISTRIBUTION OF PLACEMENTS
BY SEX, COLOR, VETERAN AND CLAIMANT STATUS**

AGE GROUP	TOTAL MEN AND WOMEN	M E N			W O M E N			VETERANS	CLAIMANTS
		TOTAL	WHITE	OTHER	TOTAL	WHITE	OTHER		
STATE TOTAL	2,664	1,682	779	903	982	556	426	508	68
UNDER 16	8	6	2	4	2	1	2	1	1
16 AND 17	37	19	13	6	18	11	7	1	1
18 AND 19	122	61	39	22	56	30	26	1	1
20 TO 24	472	260	153	107	212	111	101	1	1
25 TO 29	506	319	191	128	187	99	88	1	1
30 TO 34	401	258	161	97	143	79	64	1	1
35 TO 39	315	212	133	79	99	53	46	1	2
40 TO 44	225	173	91	82	88	46	42	1	25
45 TO 49	113	91	37	54	46	21	25	1	26
50 TO 54	55	50	20	30	44	22	22	1	12
55 TO 59	35	27	20	7	18	13	5	1	3
60 TO 64	40	27	20	7	13	10	3	1	1
65 AND OVER	30	22	13	9	8	4	4	1	1
UNSPECIFIED	5	4	3	1	1	1	1	1	1

**AGE DISTRIBUTION OF PLACEMENTS
MAY 1940**



Veterans Activities

The number of veterans making new applications for work during May increased slightly from the number recorded during April. The May total was 318 - the April total, 313. A rise was also noticed in the number who renewed the applications which they had previously filed and let become inactive. The May figure for renewals was 293 while April saw only 283.

A slight fall was experienced in the number of veteran placements - from 72 to 68 - as private placements lacked six of equalling the number reached during April and public placements exceeded the previous figure by only two.

During May 493 applications were cancelled (removed from the active file for some reason other than the making of a placement), this operation leaving the number of veterans now in the files, as being actively seeking employment, at 2,925 for the State.

The Wagner-Peyser Act provides that a special "Veteran Placement Representative" shall be selected to cooperate with the Employment Service in securing employment for veterans. This representative has as his special province the responsibility of seeing that veterans, who seek jobs through the Employment Service, are given every consideration.

VETERAN ACTIVITIES
MAY 1940

LOCAL OFFICE	NEW APPLICATIONS	REGULAR RENEWALS	PLACEMENTS		CANCEL-LATIONS	ACTIVE FILE - MAY 31
			PRIVATE	PUBLIC		
STATE TOTAL	318	293	46	22	493	2,925
ARCADIA	5	3	1	1	1	61
DAYTONA BEACH	2	2	1	1	2	29
FORT LAUDERDALE	4	17	1	1	17	46
FORT MYERS	1	2	1	1	1	35
FORT PIERCE	4	4	1	1	10	20
GAINESVILLE	4	4	1	2	24	29
JACKSONVILLE	44	46	9	9	79	464
KEY WEST	1	1	1	1	1	56
LAKE CITY	1	1	1	1	1	32
LAKELAND	11	4	1	1	5	59
LEESBURG	2	5	1	1	1	61
MARIANNA	1	4	2	5	9	84
MIAMI	11	105	13	1	155	705
OCALA	1	1	1	1	1	20
ORLANDO	2	12	1	1	10	82
PANAMA CITY	1	5	1	1	18	33
PENSACOLA	8	8	2	1	11	247
ST. AUGUSTINE	5	4	3	1	2	70
ST. PETERSBURG	29	10	3	1	29	315
BRADENTON	6	6	2	1	10	36
TALLAHASSEE	1	1	1	1	8	35
TAMPA	37	39	8	1	88	313
WEST PALM BEACH	9	2	1	1	16	48
WINTER HAVEN	14	6	1	1	1	45

APRIL COLLECTIONS EXCEED BENEFIT PAYMENTS BY \$339,800

Additions to the Unemployment Compensation Fund, during May, amounted to \$814,838.63. Benefit payments during the same period totalled \$475,031.87, leaving a surplus of \$339,806.76 to be added to the fund. This addition brought the total amount now in reserve to \$14,623,070.67.

June, which will be the last month of a calendar quarter, will probably show a severe drop in the amount collected. Benefit payments during June are expected to show an increase over those made during May. This decrease in collection and increase in payments will consume much of the surplus remaining from May collections, possibly using some of the surplus from April as well.

From the table at the top of the next page we learn that the third and fourth quarters of 1939 contained the peak months for benefit payments. Assuming that the peak will occur during approximately the same period and that the high payments, shown so far during 1940, will continue, it is quite possible that payments during the last six months of this year will exceed collections. Such an excess will be taken care of by the accumulated surplus (balance) now in the fund.

The graph at the bottom of the following page represents a picture of the fluctuations in payments, collections and balance in fund. All figures in the graph are cumulative.

Indicated by the dark rectangle, which forms the base of the graph, is the fund balance as of January 1, 1939. This balance was accumulated during 1937 and 1938, during which time no benefit payments were made. It now comprises a basis for the measurement of the reserve, which is necessary to successful operation, with future experience to determine the final reserve which would be required for future operations.

In a lighter shade is shown the surplus of collections over payments. This surplus, added to the fund balance as of January 1, 1939, equals the net balance in the fund at this time (see arrow at right margin of graph).

The section labeled "Benefit Payments" represents the amount paid out in benefits.

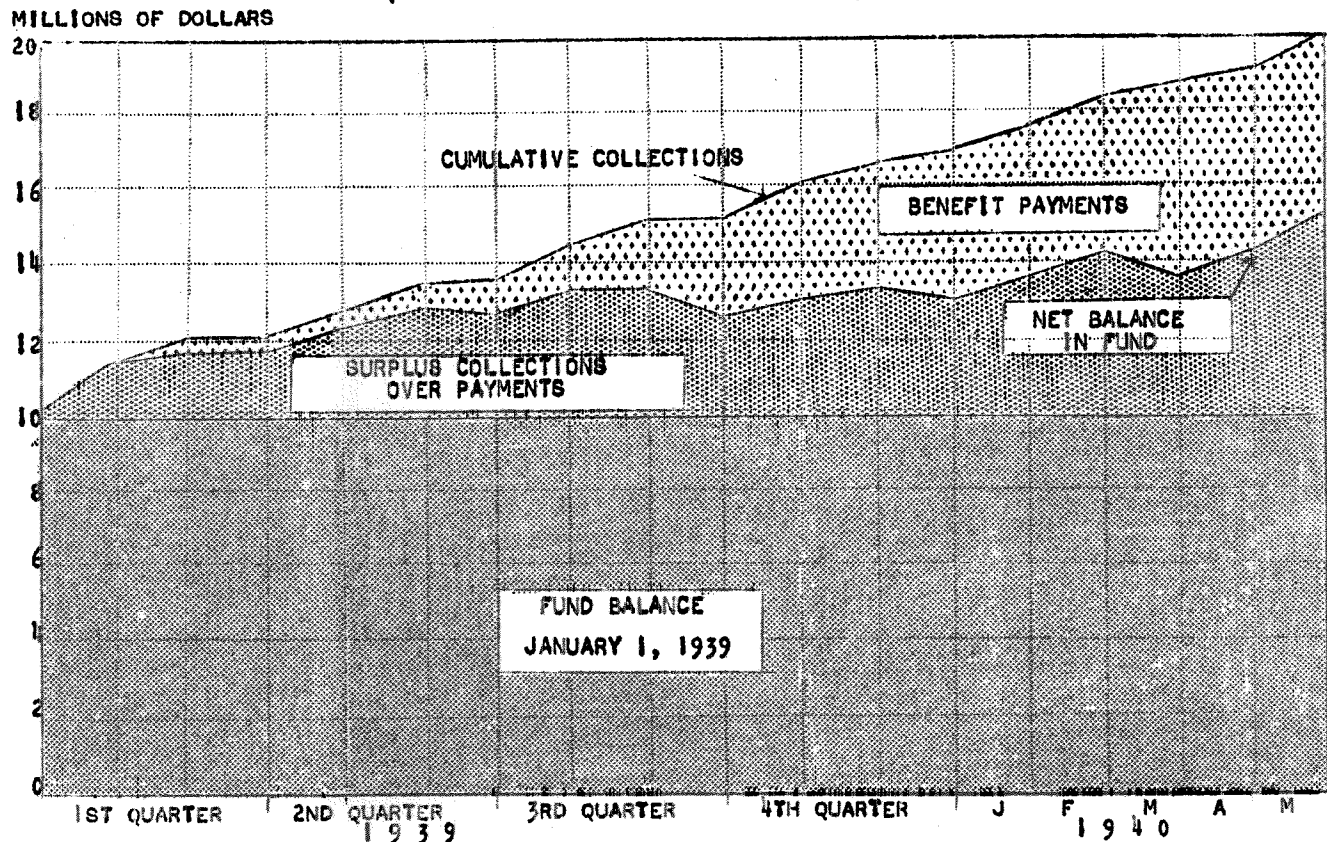
The line indicated by an arrow and labeled "Cumulative Collections" represents all collections (1937 through May 1940). This total of collections less the total amount paid out in benefits equals the net balance in the fund at this time.

Future issues of this bulletin will contain copies of the table and graph, shown on the next page, with the addition of the current month or months. The data for 1939, included in the graph, are represented by calendar quarters, the first quarter being composed of the first three months of that year; the second comprising the next three months, etc. The data for 1940 are represented by months.

CONDITION OF UNEMPLOYMENT COMPENSATION FUND
COLLECTIONS AND BENEFIT PAYMENTS

PERIOD	NET COLLECTIONS	BENEFITS PAID	BALANCE ALL FUNDS
1937 & 1938	\$9,814,649.01	—	\$9,814,649.01
1939:			
FIRST QUARTER	1,878,431.63	\$247,360.32	11,445,720.32
SECOND QUARTER	1,703,070.67	527,847.00	12,622,933.99
THIRD QUARTER	1,528,174.29	1,588,654.70	12,650,453.58
FOURTH QUARTER	1,551,463.16	1,160,250.43	13,071,676.31
1940:			
JANUARY	907,415.28	375,872.83	13,603,218.76
FEBRUARY	902,046.72	340,742.38	14,164,526.10
MARCH	61,162.14	381,665.73	13,844,022.51
APRIL	664,032.44	424,791.04	14,283,263.91
MAY	811,838.63	475,031.87	14,623,070.67

CHANGES IN STATUS OF THE FLORIDA UNEMPLOYMENT COMPENSATION FUND DURING 1939-1940
(BENEFITS FIRST PAYABLE FEBRUARY 1, 1939)



EXPLANATION OF GRAPH:

1. THE DARK RECTANGLE FORMING THE BASE FOR THE REST OF THE CHART REPRESENTS THE COLLECTIONS WHICH WENT INTO THE FUND DURING 1937 AND 1938. THERE WERE NO BENEFIT PAYMENTS DURING THIS PERIOD.
2. THE SHADED AREA (JUST ABOVE THE FUND BALANCE) REPRESENTS THE CUMULATIVE EXCESS OF COLLECTIONS OVER BENEFIT PAYMENTS.
3. THE LIGHT PORTION (AT THE TOP) REPRESENTS THE AMOUNT PAID OUT IN BENEFITS. AT FIRST GLANCE IT MIGHT SEEM THAT THE BALANCE IN THE FUND AMOUNTS TO MORE THAN 18 MILLION DOLLARS; CLOSER SCRUTINY WILL REVEAL THAT THIS IS ACTUALLY THE TOTAL AMOUNT COLLECTED. FROM THESE COLLECTIONS MUST BE DEDUCTED BENEFIT PAYMENTS, IN ORDER TO ARRIVE AT THE NET BALANCE IN THE FUND.

FIELD SERVICE SECTION ACTIVITIES - MAY 1940

Determining the status, under the Florida Law, of employing units operating in our State is the most important single function of the Field Service Section. The determination of liability of an employer is the initial step in providing for his employees the protection of unemployment compensation. The earnings of a claimant, if they are to be used in determining his eligibility, must have been earned from a liable employer.

The basis of all determinations is form Fla. UC-1, Report to Determine Liability. This status report is required of all employing units employing one or more workers in this State regardless of whether the unit has the requisite employment to establish liability. In many instances, the data incorporated within this report are insufficient for determination purposes. In cases where this is true, supplementary information is secured either directly from the employing unit or from the Field Deputy. However, the Report to Determine Liability is the most important source of information in arriving at the status of the subject employing unit.

In the execution of the report, several important factors must be considered and listed. It is absolutely necessary that any affiliation between the subject employing unit and any other employing unit be explained. Further, if the subject employing unit has succeeded another employing unit, the type of succession must be listed. If the employing unit is intrinsically liable, the date liability was established must be given for the purpose of computing possible interest penalties. The date the business was begun is important in order that the effective date of liability may be arrived at.

In practically all determinations, the Field Service Section is able to evaluate the status report without assistance from any other department. However, there are instances where legal questions arise relative to the status of the employing unit, and in these cases, the status report and complete file are referred to the Legal Department for an opinion.

There are, of course, employing units who do not agree with the determination as made by the Field Service Section. For the most part, these disagreements are caused by a lack of understanding, on the part of the employing unit, of the Law.

To furnish a concrete example -- during the month just completed, a cocktail lounge employing less than eight employees was declared liable because it was owned by a lady, not a free dealer, whose husband owned a restaurant which was intrinsically liable under the Act. Upon being notified of the determination, the man and his wife referred the matter to their attorney. The attorney, after studying the affiliation provisions of our Law which provide for the combination of the employment experience of separate units owned by husband and wife, advised his clients that our determination was correct. This is just one example where an understanding of the Florida Unemployment Compensation Law has removed the employer's objections.

During the month of May, 263 Reports to Determine Liability were received and processed by the Field Service Section. Of this number, 165 were held to be liable, 32 elected liability and the remaining 66 were determined to be non-lia- ble, under the Act. In addition to this, 82 accounts were removed from the active files during the month -- 21 of these upon approval of employer's applications for ter- mination of coverage, and the other 61 because of having been succeeded by another employer or because of cessation of business operations.

LIABILITY REPORTS RECEIVED AND DETERMINATION OF EMPLOYER STATUS - MAY 1940

A. LIABILITY REPORTS	
1. ACCUMULATIVE NUMBER LIABILITY REPORTS RECEIVED (JULY 1937 - MAY 1940)	29,047
2. LIABILITY REPORTS RECEIVED DURING MONTH	263
3. TOTAL END OF MONTH (SUM OF ITEMS 1 AND 2)	29,310
B. LIABLE EMPLOYERS	
4. ACCUMULATIVE NUMBER EMPLOYERS LIABLE BEGINNING OF MONTH	6,461
5. EMPLOYERS DECLARED LIABLE UNDER ACT DURING MONTH	165
6. EMPLOYERS ELECTING LIABILITY DURING MONTH	32
7. TOTAL END OF MONTH (SUM OF ITEMS 4, 5 AND 6)	6,658
8. EMPLOYERS REMOVED FROM LIABILITY ROLLS DURING MONTH	82
9. EMPLOYERS LIABLE AT END OF MONTH (ITEM 7 MINUS ITEM 8)	6,576
A. LIABLE UNDER ACT	5,927
B. LIABLE BY VOLUNTARY ELECTION	649

FIELD SERVICE INVESTIGATIONS

	LIABILITY INVESTIGATIONS	CLAIMS INVESTIGATIONS	INDIVIDUAL EARNINGS***	TOTAL
BROUGHT FORWARD APRIL 30, 1940	674	290	184	1,148
REQUESTED MAY 1940	369	496	233	1,098
COMPLETED MAY 1940	358	484	189	1,031
PENDING MAY 31, 1940	685	302	228	1,215

* LIABILITY INVESTIGATION - ASSIGNMENTS TO DETERMINE STATUS OF EMPLOYING UNITS NOT YET REPORTED OR TO RECHECK BORDER-LINE CASES.

** CLAIMS INVESTIGATION - ASSIGNMENTS TO INVESTIGATE CONDITIONS SURROUNDING CLAIMANTS SEPARATION FROM EMPLOYMENT IN INSTANCES WHERE CLAIMS ARE PROTECTED.

*** INDIVIDUAL EARNINGS - REQUESTS FOR QUARTERLY EARNINGS OF CLAIMANTS WHOSE EMPLOYERS HAVE NOT REPORTED WAGES.

APPEAL TRIBUNAL ACTIVITIES

All appeals concerning contested cases are directed initially to the Appeals Examiner, who is Chairman of the Appeal Tribunal. The case at this stage is termed an original appeal, and relatively few disputed cases ever go beyond this initial appeal stage.

For each claimant who files an original claim for benefits, several factors must be determined; such as the validity of the claim, the first compensable week, the weekly benefit amount, the total amount of available benefit credits, etc. If a claimant questions the determination made on his claim, or the amount of available benefit credits established for him by the Benefit Department, he may file an appeal within seven days following the date he is notified of the determination. Furthermore, an appeal of this nature may be filed in the same manner by any other interested party; such as the former employer of the claimant, or the deputy who examined the claim.

On the basis of the testimony presented at the hearing, the Appeals Examiner makes his decision, consistent with the factual findings and legal interpretations. The Examiner's decision becomes final and binding unless further appeal therefrom is taken to the Board of Review within ten days, by any interested party or the Unemployment Compensation Division.

On the following page are presented two tables showing the number of appeals filed and the number handled during the first five months of 1940.

The first table contains a break-down showing the distribution of the types of questions which caused the appeal to be filed.

Wage record conflicts accounted for 126 (53%) of the appeals filed during the five month period. This reason led the combined total of all other reasons in each month except May, when an abnormal situation caused labor dispute to take first place.

Voluntary leaving and discharge for misconduct were consistently among the leaders and were high for the period except for wage record conflicts and labor dispute.

At the bottom of the next page is shown a table of appeals handled during the first five months of 1940. Note that 171 (93.6%) of the appeals filed were made by claimants and only a few by employers.

As a result of these appeals, nearly one-half of the cases involved (identical cases often involve more than one claimant) were materially altered as the deputies decisions were modified or reversed.

APPEAL TRIBUNAL

CLASSIFICATION OF APPEALS RECEIVED FROM JANUARY 1, 1940 THROUGH MAY 31, 1940
BY TYPE OF QUESTION INVOLVED

Month	Total Rec'd.	Filing of Claims	Regis- tra- tion	Avail- ability	Wage Record Conflicts	Volun- tary Leaving	Discharge Cases - Misconduct	Suit- able Work	Labor Dis- pute
Jan.	20	-	-	2	12	2	4	-	-
Feb.	28	-	-	2	19	4	2	1	-
Mar.	60	-	-	3	42	6	5	-	4
Apr.	38	1	1	2	22	8	2	-	2
May	90	-	-	4	31	13	8	1	33
Total	236	1	1	13	126	33	21	2	39

SUMMARY OF APPEALS HANDLED FROM JANUARY 1, 1940 THROUGH MAY 31, 1940

Number of Appeals Received:

	<u>Cases</u>	<u>Claimants</u>
Filed by Claimants	171	187
Filed by Employers	16	16
Filed by Commission Deputies	<u>1</u>	<u>33</u>
Total	188	236

Number of Decisions Rendered:

Number of Deputies' Decisions Affirmed	53	54
Number of Deputies' Decisions Reversed	29	29
Number of Deputies' Decisions Modified	<u>21</u>	<u>67</u>
Total	103	150

Number of Appeals Withdrawn by Appellants	16	16
Number of Appeals Dismissed by Examiner	19	19
Number of Appeals Pending Disposal May 31, 1940	73	76

EMPLOYEE WAGE RECORDS

In the operation of the Florida Industrial Commission, no factor is more vital to its success than the proper maintenance of employee wage records. Every claim filed must, by law, be based on the earnings of the claimant during his "base period" and these earnings must be a matter of record in the Commission if they are to serve their purpose without undue delay in processing the claim.

With such importance attached to these records it is incumbent upon the employer, the Commission and the employee to see that these earned wages are reported and recorded in the correct form and manner. Everything possible has been done to make this process as simple as accuracy and efficiency will permit. The proper forms have been furnished for the employer and the claimant, the Commission has availed itself of the most modern equipment and devices for its job, and the Federal Bureau has designed a series of Social Security Account Numbers for the further protection of the individual employee and his earnings record. If all of these provisions are utilized, and if the employer, the Commission and the employee perform their duties as outlined, no claimant should ever have his claim delayed because of faulty wage records.

The employer should make every effort to report his employees under their correct names and numbers; he should endeavor to ascertain that the Social Security Account Numbers the employees submit to him are really their own, and are not "borrowed" from friends or relatives. Absurd though this may sound, there are often encountered just such problems. Another very important factor in the reporting of employee earnings is that they be submitted to the Commission on schedule. This has a very important bearing on whether or not these earnings become a part of the employee's record when, or before, he needs them.

The employee can help his own case immensely by the proper regard for the use of his name and Social Security Account Number. He should have only one of these numbers and should make certain that he gives his employer this correct number in reporting his earnings record to the Commission; and, of course he should use this number correctly if and when he files his claim. He should understand that an error in only one digit might mean the difference between his claim going through on schedule, or being forced through the process of reconsideration, meeting considerable delay. He should be certain that the employer has his correct name on the pay roll, for the correctness of his name is just as important as the correctness of his Social Security Account Number; titles such as "Sunshine," "Flat-Foot," and "Big-Boy," may be ample identification for those who know him well, but to the Commission they can be very confusing when attempting to compile a claimant's wage record for the determination of his claim.

For the purpose of recording these employer earnings, and maintaining them so that they are available when needed for the determination of employee claims, the Commission has adopted the use of tabulating equipment as the most efficient and effective means of handling this job. Thus, on cards 3 1/4" by 7 3/8", there is recorded every employee's earnings as they are reported to the Commission. One card is punched for each such report that is received for an employee, so, the number of tabulating cards in his file depends upon the number of quarters he has worked, and upon the number of employers for whom he has worked.

The pertinent data are taken from the employer's wage - or pay roll - report and recorded on the tabulating card in the form of punched holes. These punched holes have the same significance to the tabulating machines as the written figure has to the human eye; if a "3" is punched on the card, for that particular position a "3" will be recognized by all tabulating machines, and as such, will be printed, added, or subtracted as desired. Alphabetic, as well as numeric, information can be punched in these cards. This permits the punching of the employee's name as well as his number and earnings.

There are now nearly 3 million such employee wage cards on file, and new wage cards are added at the approximate rate of 350,000 each quarter. When it is considered that only about 45 working days are available from the time these earnings reports are received from the employer until they must be in the employee card file, some idea of the magnitude of the job can be gained. Within this period these 350,000 cards must be punched, the employer reports balanced, the cards verified and filed into their respective accounts. When this is done the employee's wage record is current and complete and, if he should file a claim, is immediately available for use in determining his benefit eligibility.

Some interest has been expressed as to how the current wage cards are filed into the records already accumulated. A new machine, known as a collator, was designed expressly for this purpose. It operates much after the fashion of a card player "shuffling" two decks of cards together; the difference is that the collator inserts the cards at pre-determined places. The machine has two feeding pockets: In one pocket are placed previous quarter wage cards; in the other pocket are placed the new quarter wage cards. Both of these decks are in the same numerical sequence by Social Security Account Number. The collator automatically merges these two groups into one deck of cards, but before it will insert a new card it checks to see that the new card and the old card have the same name and account number. If the number is the same, but the names are different, the new card will be rejected into a separate slot for further checking, and correction, if possible.

To facilitate the checking of these "rejects" and the correction of all errors possible, the Commission has been furnished by the Federal Social Security Board with an elaborate cross-index file of all Social Security Accounts assigned in this State. These two files of index cards - one filed alphabetically and the other numerically - serve as a complete reference for all Florida Social Security Account Numbers and their owners.

By means of the numeric file can easily be determined the owner of any given Social Security Account number. This file is used to check employees being reported for the first time, and employees using the right number but with a minor misspelling of their names.

The alphabetic section of this cross-index file is used for the more serious types of error. Tabulating cards routed to this file are for those employees who are definitely using the wrong Social Security Account Number. Every effort is made to determine, from this source, the correct number for the employee and the proper correction to be made. As a final resort, those cases that cannot be located by this method are checked with employers, or other means, so that all wages are finally credited to the employee's account.

EXPERIENCE RATING STUDY

In accordance with the provisions of the Florida Unemployment Compensation Law, the Florida Industrial Commission is studying the problem of experience rating. The first logical step in this study was the analysis of arguments for and against experience rating as a factor in unemployment compensation legislation. This phase of the study has already been completed and distributed to interested parties. (See Interim Report 1 on Experience Rating in Unemployment Compensation.)

The next step of this study will be to analyze some specific methods of experience rating. This part of the study will be based primarily upon the data which has become available to the Commission through its administration of the Florida Unemployment Compensation Law.

Because of the necessary amount of the work involved in the computing of experience ratings, this study will have to be based upon the experience of a representative sample of employers. The magnitude of the work involved and the type of data available will also limit the number of experience rating systems to be studied. It will be necessary, of course, to make a comprehensive study of the system at present written into the Florida Law. From the standpoint of administration the charge-back procedure involved in the present system, i.e., charge-back in inverse chronological order, will constitute the major administrative difficulty. It is planned, therefore, to study more simplified charge-back procedures and compare the results obtained through the simplified procedures with those obtained when the more complicated inverse chronological order charge-back procedure is used. Because of the probable financial necessity of penalty rates, a study of such rates will be included in this phase of the analysis. In addition, consideration will be given to the benefit wage plan insofar as available data permits.

Of primary interest to employers will be the estimate of rates which they will have to pay under the various experience rating plans considered. These rates, of course, will be estimated only for the sample group of employers but will be tabulated by industry, by area, and by size of firm so that most employers will be able to obtain some idea of what their approximate rate classification will be. Estimates of the effect of these plans upon the income to the Unemployment Compensation Fund will be made. This will give for the first time a reasonably accurate idea of what the over-all saving to employers might be under fairly normal business conditions.

It is recognized that the scope of this study as described above is limited by available time, data, and personnel. Insofar as possible, studies made by other state unemployment compensation agencies will be drawn upon to supplement the study being made by the Commission.

It is hoped that this analysis may bring to light an experience rating system which will be theoretically justifiable and administratively feasible for Florida to adopt.

JOHN DOE FILES AN INTER-STATE CLAIM

John Doe formerly worked in New Jersey but for some months past has been at work in Miami. His employment was terminated there so he went to the Miami office of the Florida State Employment Service to register for work and to file a claim for unemployment compensation. In taking the registration the interviewer noted that a considerable amount of John's employment experience had been in New Jersey but it seemed apparent that John had worked long enough in Florida so that the claim should be filed against Florida. This was due to the fact that the first claim is to be filed against the state where the claimant is residing if he has earned wage credits in that state.

The claim was sent to the central office in Tallahassee where, from John's wage records, it was determined that he would be eligible for a benefit amount of \$15 per week and the total available credits he could draw would be \$180. These credits must be exhausted before he can draw benefits against another liable state.

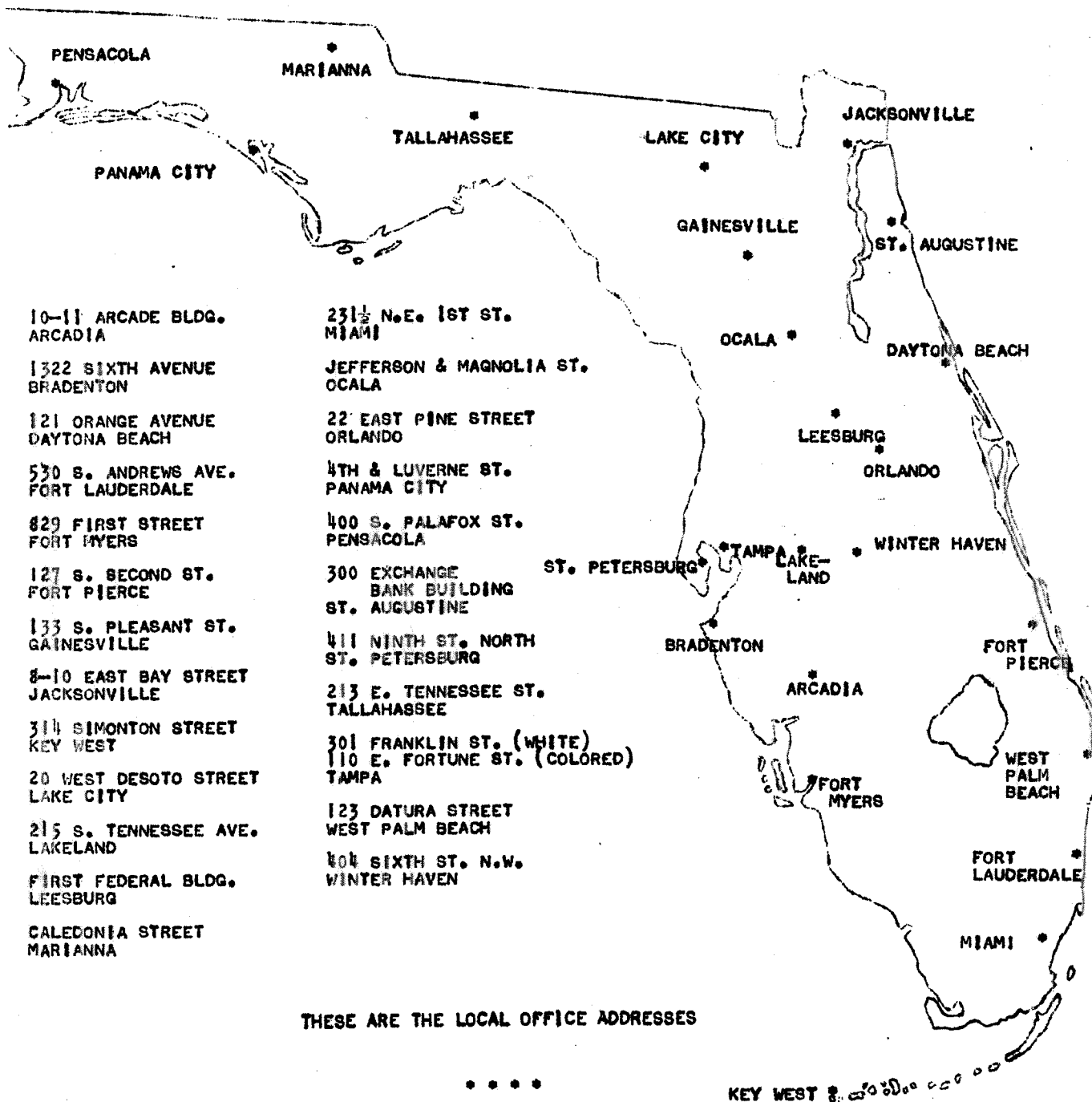
John continues to file his waiting period and continued claims against Florida for some four weeks when he hears that there may be a job opening for him in New Jersey and he decides to go there since job openings in his occupation are few in Miami during the off-season. First, however, he goes to the Employment Office in Miami to find whether he can receive benefits from Florida in New Jersey in case he does not get a job there. He is told that claimants in virtually every state in the country, including Alaska and Hawaii, are receiving benefits from this state because Florida has an inter-state agreement so that eligible workers from other states can receive benefits while in Florida or eligible Florida workers can receive benefits while in other states.

Upon reaching Atlantic City he reports to the New Jersey State Employment office, registers for work and files an IB-2 (continued inter-state claim) against Florida. This form is sent to the Multi-State Unit in the Benefit Department of the Unemployment Compensation Division in Tallahassee, which for multi-state benefit purposes acts as a local office. This IB-2 is checked against the general claim file and it is found that John's initial claim was filed in Miami. The Multi-State Unit then requests the Miami office to send John's claim record card and pay order card to Tallahassee. These records are received by the Multi-State Unit four days later. The claim is then audited and processed and a check is sent to John in Atlantic City.

John receives two checks and then the New Jersey Employment Service places him in a job and does not accept any further claims while he is employed. The job does not last long, however, and he goes to Bangor, Maine where he expects to find employment. The job does not materialize so he goes to the Maine State Employment Service office, again registers for work and files a continued claim (IB-2) against Florida so that he may receive his benefits in Maine.

When John draws all the available credits he has under his Florida claim he then files an Inter-State Claim against New Jersey having this time to meet the requirements of the New Jersey Unemployment Compensation Law.

**LOCAL OFFICES
OF THE
FLORIDA STATE EMPLOYMENT SERVICE**



USE YOUR STATE EMPLOYMENT SERVICE!